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ABSTRACT

Presenting a Bureau of Indian Affairs (BIA) Office of Education organizational alternative based upon the findings of the Task Force on the Functions and Organization of the BIA Education Programs (Executive Summary is appended) and the concept of American Indian self-determination, this document deals with: the experience of Indian control of education; an organizational alternative; quality education; implications of the alternative; the Office of Education's Director; and implementation procedures. Specifically, this alternative calls for: a general management program; finance for Indian education programs; technical services for Indian education (consultative services; research, evaluation, and program review; communication services; and legislation liaison activities); quality education for Indians based upon the concept of centralized generalists and localized specialists; a 50% reduction in BIA Office of Education staff and operations (elimination of the Teacher Recruitment Section, National Indian Training Center, School Operations Coordination Division and selective reductions in the remaining units); the position of the Director to be retitled, regraded, and given line authority; swift implementation to include a three-person committee to work with Division Chiefs, the Director, and Personnel and an out-placement program. (JC)

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AN ALTERNATIVE APPROACH TO THE ORGANIZATION OF THE OFFICE OF EDUCATION PROGRAMS

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AN ALTERNATIVE APPROACH TO THE ORGANIZATION OF THE OFFICE OF EDUCATION PROGRAMS

I N T R O D U C T I O N

In his historic Message to Congress on American Indians, President Nixon stated this about Education:

> Consi tent with our policy that the Indian community should have the right to take over the control and operation of federally funded programs, we believe every Indian community wishing to do so should be able to control its own Indian schools. This control would be exercised by school boards selected by Indians and functioning much like other school boards throughout the Nation....

It is incumbent upon the Bureau of Indian Affairs and its Office of Education Programs to do all it can to see that the President's policy is carried out. Furthermore, and without additional explanation, the policy of self-determination in education is one of paramount importance and is at the center of the discussion that follows.

The purpose of this paper is to present a possible organizational plan for the Central Office level of operation of the BIA Office of Education Programs. This paper, then, is one that presents an organizational alternative that is rooted in self-determination.

In concept, the Office of Education Programs is similar to a State Department of Education. It is non-operational and is not directly involved in the running of schools. Under the BIA, the running of schools is delegated to the area level of operations. This paper does not discuss that level.

THE EXPERIENCE OF INDIAN CONTROL OF EDUCATION

At this point, it is appropriate to discuss briefly and in detail what functions are performed by the Central Office of Education Programs. In this respect, it should be remembered that the thrust of this paper focuses directly on Indian controlled operations and what this has meant for the general functions of program direction. This discussion is not about what will be needed. Rather, it is about what has happened and what has been consistently called for from Indian groups.

First, Indian groups interested in obtaining control of their education programs have needed assistance in the process of taking over a Federal operation. The Central Office has developed guidelines for this and has taken the lead in implementation.

Second, when Indian groups have gained control they request items that fall into two categories: (1) funds, and (2) technical services--both of which enable them to provide the highest quality of education available for their children.

A word of explanation is needed regarding Indian school boards that are advisory to Federal schools. The BIA operates 200 schools and all are guided by advisory school boards that now have been in existence an average of four (4) years. A relationship has developed between the schools and their all-Indian Boards that is viable and under the circumstances, approaches that of the traditional school board in American education. The above two needs expressed by Indian controlled operations also pertain to the Indian advisory school boards. This paper applies to the totality of BIA education programs, and addresses itself to the Central

Office level of organization. In summary, education employees, whether they are tribal or Federal, listen and follow the guidance of Indian Peoples, especially as expressed through their school boards.

Now, back to the process of Indian control of education and what it has meant for the Office of Education Programs. To review, Indian Peoples seek, first, to control their schools. Then, and during the process of obtaining control, they seek funds and technical services to support the program of their choice. What types of technical service?

- Indian People have sought help in developing new curricula, such as bilingual education, improved science instruction, special education, career guidance.

- Indian People have sought help in developing school facilities that reflect the curriculum they desire. This has consistently been a high priority with them and may be seen in the actions of Ramah, Rough Rock, and Windriver, or Chilocco Indian High School (an off-reservation boarding school).

- Indian People have sought help in obtaining more funds to finance the college education of youth. More and more Indian young people are entering college to become professionals. More and more of them are completing the baccalaureate level of education.

- Indian People have sought help in evaluating the effectiveness of their schools. Evaluations have found that Indian People are very supportive of and anxious to improve the educational programs provided their children, including

those public schools financed by Johnson O'Malley, those controlled under contract with the Government by the Tribe, and those that are federally controlled (including boarding schools).

- Indian People have sought and received an active participation and control of Johnson O'Malley programs and are seeking ways and means to improving them. They have worked with the Central Office to achieve greater control of the JOM programs.

- Indian People have sought help in learning and understanding the Federal role in the education of their children. In this capacity, the Office of Education Programs has supplied technical assistance in explaining the Government and how Tribes may become involved in a variety of programs. This includes explanation of the emerging programs in Indian education administered by the Department of Health, Education and Welfare, U. S. Office of Education.

- Indian People have sought assistance in developing other funding resources.

- Indian People have sought a greater voice in the control of education programs of the state and local governments which serve them. The Federal Government has an important advocacy role in this respect if it is to be fully supportive of the policy of self-determination.

AN ORGANIZATIONAL ALTERNATIVE

The experience of the past two years serves to bear out the findings of a Task Force which directed its efforts to the organization of the Office of Education Programs in the spring of 1970. The report was an in-depth look at the office in relationship to policy and Field operations. The Task Force also attempted to identify needs in terms of function and activity. Its report developed four alternative staffing patterns, and the one which members selected as most appropriate bears a strong relationship to the subsequent experience of the staff of the Office of Education Programs. A copy of this document is contained in Appendix A.

With the discussion presented in the section, "The Experience of Indian Control of Education," and the organizational Task Force report in mind, it is appropriate to proceed with the presentation of an appropriate organizational design for the BIA Office of Education Programs.

First, there are two basic functions which serve as foundation stones for the organization of the Office of Education Programs.

OFFICE OF EDUCATION PROGRAMS
(General Management)

FIGURE ONE

FINANCING OF EDUCATION PROGRAMS	TECHNICAL SERVICES IN INDIAN EDUCATION

These two basic functions are augmented or cemented together with a leadership function which will be called General Management. There are three (3) main functions of the Office of Education Programs:

(1) General Management

(2) Financing of Education Programs

(3) Technical Services in Indian Education

The functions are inter-related and inseparable.

The three main functions may be explained in more detail in the following manner:

I. General Management

II. Financing of Education Programs

A. Internal Services

B. Contracts and Grants

III. Technical Services in Education

A. Consultative Services

B. Research, Evaluation and Program Review

C. Communication Services

D. Legislative Liaison

General Management: This major function consists of those activities which have as their purpose, the general regulations, directions, execution and control of the affairs of the Office of Education Programs of the BIA. This

includes the execution of activities of the Director, which are concerned with discharging the duties assigned to him, and involve activities such as direction, allocation, coordination, review, and evaluation, project design, planning, budgeting decisions, determination of staffing and program standards, and school contracting.

Internal Services: This major function is concerned with services provided to General Management and to the operational units within the educational activities of the Bureau of Indian Affairs. The services are supporting ones and include, but are not necessarily limited to, such activities as:

- Planning: Coordination of the education program planning activities of the BIA.
- Financial Services: Coordination of Education's budget and fund allocation activities, based on established priorities.
- Records and Reports: Providing an orderly arrangement of data, and procedures for collecting and organizing data pertinent to various educational interests, such as pupils, staff, facilities and finance.
- Office Management: Dealing with activities concerned with the general administrative function so the Central Office of Education Programs, i.e., personnel management, property management, records management, etc.

Contracts and Grants: This function includes the primary responsibility for the distribution of flow-through money for grants to Indian students attending colleges and universities, and for funds allocated to school districts and tribal groups for the operation of preschool, elementary, and secondary education programs. These funds are distributed to Area

Offices and Agencies which, in turn, make the grants to individual students and negotiate the contracts with states, tribal corporations, or school districts.

This function provides leadership and technical assistance to contractors and Area Offices in their administration of the programs. It provides special direction to assure that Indian People have every opportunity to administer these programs directly, when such responsibility is desired.

Consultative Services: This major function of providing technical assistance to operating levels, conducted primarily by personal contact at the Area level, is concerned with the continuous diffusion of methods, materials, procedures, and practices essential to designing innovations and implementing tested improvements in education, including school facilities and teacher quality. It also provides technical assistance to other Central Office functions, including the "Title" programs.

Research, Evaluation and Program Review: This major functional category consists of activities entailing the conduct of, or causing to be conducted, basic research and evaluation studies or program reviews, the results of which provide information for immediate or long-range applications in the field of Indian education. Efforts include:

- Identification of needs, determination of purposes and decisions regarding the means by which desired outcomes can be obtained.
- Inquiries and searches to find better procedures for accomplishing new objectives that appear desireable.

- Assessments and objective measurements of achievements or products which have implications for standards for school operation, staffing, training, or retraining needs and other aspects of educational programs serving Indian students.
- Monitoring contract research.
- Serving as the Office of Education Programs' focal point for research.
- Preparing and maintaining the Bureau's Education Research plan.

Communication Services: This function assists the Director of Education Programs in communicating to all Bureau education personnel, school board members, and other persons directly responsible for Indian education programs, the Director's objectives, plans, and guidelines. The services facilitate a two-way flow of communication so that the Director of Education Programs will have the benefit of the wishes, ideas, opinions, and experience of the Indian constituency, Bureau personnel, and non-Bureau sources concerned with Indian education. To this end, the function involves the development of publications, newsletters, and other means of ensuring a free flow of information, which will result in common understandings and shared goals.

Legislative Liaison: This function provides coordination of the Indian educational programs with concerned governmental agencies, Indian interest groups, and others. It includes interactions with legislative and tribal relations offices (such as suggesting and reviewing legislation), to stimulate and coordinate Bureau participating in all opportunities for improved Indian education. It also serves as a focal point for controlled correspondence and other sensitive contacts.

In the discussion above, it is significant that some functions have been given a "major" designation. Those not identified in this manner are important, but could be combined with major functions in the organization of the Office of Education Programs.

QUALITY OF EDUCATION

What Indian People have sought in the control of education can be united under the general theme of quality education. They want the "best" schools they can possibly get. The organizational alternative dealt with herein has educational quality uppermost in mind. Serious consideration has been given to what it takes from the Office of Education staff to get adequate appropriations from Congress. Serious consideration has been given to what it takes to provide high quality technical services in education to respond to the Indian desire to have the best schools possible. In keeping with this theme, it seems practical that highly specialized personnel (such as those in language arts, special education, science, math, etc), would be assigned to the Area or local level of operation, except when an emergent thrust is under development by the Central Office. The Central Office would have the prime responsibility in identifying broad educational need. Then, local expertise would be sought to respond to the various needs throughout the BIA that were identified. Local specialists would be obtained from nearby colleges and universities, from staff within an Area, or from members of the tribes. By making the Central Office one that is staffed by highly skilled generalists in Indian education, flexibility nad versatility are enhanced. The organization would strongly resemble a State Department of Education.

IMPLICATIONS OF THE ALTERNATIVE

This section will deal with the facts about what can be accomplished by implementing the organizational alternative introduced in the previous discussion.

Specifically, a 50 percent reduction in staffing and operations of the Office of Education Programs can be achieved. This would be accomplished by the following:

- Elimination of the Teacher Recruitment Section
- Elimination of the National Indian Training Center
- Elimination of the School Operations Coordination Division
- Selective reduction in remaining units until a 50 percent cut has been achieved

Such reductions can be made and, yet, an adequate program maintained to perform the essential functions outlined under the Organizational Alternative section.

Discussion

It should be remembered that a basic thesis of the organizational alternative presented is that the Office of Education Programs does not operate schools. In keeping with the desire to have it function in a manner like that of a State Department of Education, all operational activities have been eliminated and the two basic functions--money and technical services--remain.

Appendix B is a brief paper discussing teacher recruitment for the Bureau of Indian Affairs. There are two basic facts to be considered in eliminating Teacher Recruitment. First, with the emergence of Indian school boards, which is in keeping with the policy of self-determination, personnel selection

has become increasingly a local function. The board of education must be involved in teacher selection, and this approach minimizes the necessity for a national recruiting activity.

Second, for the first time in this Century, there are enough teachers being graduated from colleges and universities to meet the demands of schools. In fact, there is a teacher surplus. This means that local people will be in a position to recruit nad retain teachers in a manner that is unprecedented. A national teacher recruitment unit is simply not needed, and should be eliminated.

National Indian Training Center (NITC) represents a unit that operates at great expense, in relationship to its product. Too, there has been no identifiable expression of need from Indian People for such a center other than for lay leadership training. The direction suggested, and it is one that is already in effect, is that local personnel and Area Offices, handle most of those functions now lodged in the NITC. This means that the NITC, as it exists, and as BIA education operates today, is a duplication of effort that could be eliminated without undue loss or turned over, in total, to the Civil Service Commission for training use.

The Division of School Operations Coordination, as it exists, and according to the Departmental Manual, Chapter V, Part 130.5, is a duplication of effort of most every other division. Perhaps most important is the "operational" aspect of its function. Originally designed to service schools in the Southeast and others which might report directly to Washington, D.C., its functions was altered by the creation of an operational unit in the Office of the Commissioner to handle the Southeast Agencies. With the Office of Education Programs strictly non-operational, this division is

no longer needed. Appendix C is the part of the Departmental Manual which pertains to BIA Education.

Selective reductions can be accomplished by reviewing prionities and relating them to existing allocations in staff and money. For instance, while the legislative liaison function is identifiable and necessary, experience has shown that it does not require a large staff. However, those working in this area must be highly proficient and knowledgeable of the government and its workings. It is anticipated that some reductions could be achieved by organizational changes. Legislative liaison would probably function better in closer organizational proximity to the Director of Education Programs--which means the activity can be carried out with much less staff than that now used--possibly two (2) persons.

The functions of school board leadership and contract development which have been assumed by this Division are now properly located in other Divisions.

Examples of other possible selective reductions that are discussed in the paragraphs that follow.

Figures Two and Three below, give an overall explanation of permanent authorized positions for the Office of Education Programs. It should also be noted, that the total of 138 is a reduced figure from what it was in 1970. There has been a gradual reduction in size of the total permanent authorized positions for the Office of Education Programs. (Next Page for (figures two and three).

FIGURE TWO

Total Authorized Positions	138	
50 Percent to be Eliminated	69	
Total Remaining:	69	
		+69

FIGURE THREE

No of Positions to be Eliminated	69	
a-School Operations Division	11	
b-NITC	18	
c-Teacher Recruitment	16	
Total Eliminated:	45	
Less Three Units Above		-45
Total Remaining to be Taken From Other Units		24

Other savings could be achieved immediately by:

- Suspension of funding "details" of Central Office personnel to work in non-BIA or non-educational activities.
- Combining Youth Affairs with remaining functions.
- Reorganizing staff to streamline operations and eliminate duplication of effort.
- Cutting employment of temporary employees.
- Developing program guidelines and reducing considerably the number of contracts.

There are now about four employees of the Office of Education Programs that are on "detail" to non-BIA or non-educational functions. These positions will be reviewed to see if they are needed. If they are, their details will be rescinded and they will return to a reduced Office of Education Programs. Future details will be reviewed closely and in relationship to a reduced operation.

The Office of Youth Affairs, now situated immediately under the Commissioner, will be reassigned and placed under a unit of the Office of Education Programs. This act alone, would save more than $200,000.

A close look will be taken of the total Central Office to further identify duplication of effort so that services may be continued, but in a different and reduced manner. It is believed that streamlining can be achieved.

There are now 20 temporary employees on the staff, ranging from GS-2 to GS-13. These in total or in part could be eliminated as a money-saving effort.

There are a number of expenditures associated with contracts and training that could be cut. A more important act would be to review closely the entire need in this area, establish firm guidelines, and follow them. It is estimated that a considerable savings could be realized in this one activity alone.

Before concluding, a brief discussion pertaining to geographic location of the Office of Education Programs would be appropriate. The Reorganization Task Force recommended that program personnel be located in Albuquerque, New Mexico, while those concerned with money management be located in Washington. Experience has verified the efficacy and wisdom of this recommendation. One of the main points to be made in this paper is that the Washington-based staff should be such that it has general flexibility and has two main functions of legislative liaison and the management of money and associated matters. The Albuquerque Office has major responsibility for program direction under this concept. The two functions merge at the Director's Office. Again, it should be emphasized that this arrangement has proven its value and its merits, which this brief paper does not have time to discuss in detail, are many. Appendix D presents an organizational chart of this discussion.

EDUCATION DIRECTOR

In a reorganization, a remaining factor demands attention. The position of Director, Office of Education Programs should be made a position with line authority, retitled and regraded. This need is made more urgent by the passage of P.L. 92-318. Title IV of this Act establishes the position of Deputy Commissioner of Education in the U.S. Office of Education of the GS-18 level.

The present function, title and grade relegates the Director of Education Programs, and the program he represents, to a secondary role although the impact of Bureau operations are at least equal if not greater than those in which the U.S. Office of Education will engage.

IMPLEMENTATION PROCEDURE

The implementation of the reorganization described in this paper involves many complex moves that must be handled dexterously, yet with dispatch. Immediately following administrative approval for the reorganization, it is suggested that a three-person committee be delegated to carry out the work. Reorganizations always involve close relationships to personnel and to the employees affected by the moves. The three assigned to do the work would be involved primarily with personnel matters and would work closely with Division Chiefs, the Director, and Personnel. It is strongly urged that the total reorganization be achieved in as short a time as is practical and that decisions relative to it be made early and held fast.

Another important point of the implementation process would be an "Out-Placement Program" for employees who would wish to seek employment in Agencies outside the BIA. It is thought that this program should start as soon as

the organization of the Office of Education Programs is started. A reduction-in-force in the Federal Government is a complex and demanding human exercise under the best of circumstances. It is the sincere belief of those concerned that an out-placement program would do much to mitigate the effects and difficulties generally associated with a RIF action. The committee suggested above would be a key focal point in this program, too.

In conclusion, it is believed that program direction in BIA Education can be maintained if the above suggested actions are taken. It should be understood that the policy of self-determination is at the center of thought behind this paper and that it relates strongly to local control and a better school for the Indian child.

DEVELOPMENT OF AN ORGANIZATIONAL DESIGN FOR THE OFFICE OF EDUCATION PROGRAMS BUREAU OF INDIAN AFFAIRS

EXECUTIVE SUMMARY

PREPARED FOR

MR. JAMES E. HAWKINS, DIRECTOR

BY

THE TASK FORCE ON THE FUNCTIONS AND ORGANIZATION
OF THE CENTRAL OFFICE OF EDUCATION PROGRAMS

APRIL, 1971

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EXECUTIVE SUMMARY

BACKGROUND AND SCOPE OF THE STUDY

When the new Director of the Office of Education Programs, Bureau of Indian Affairs, took office in March 1971, he found that the organizational and functional structure associated with Indian education had not kept pace with the evolution of the programs themselves. To correct this imbalance, he established an ad hoc task force of experienced Central Office and area personnel and asked that the group review the functional and organizational structure and report to him by May 3, 1971, with recommendations for their improvement with regard to the Office of Education Programs.

Further, he requested Task Force judgments as to which functions should be performed in the Washington element and which ones in a field-based Central Office element or elements. This was assessed without regard to specific geographic location of field-based elements.

This document presents the highlights of the Task Force report and summarizes its Findings, Conclusions and Recommendations.

APPROACH

The Task Force design involved one week for planning, one for data collection and one for analysis and report writing. Data collection included review of relevant documentation and personal interviews with the staff of the Office of Education Programs and with key officials of the Bureau of Indian Affairs, both in Washington and in the field. The result of this research and the subsequent Task Force discussion is a recommending document which represents the views and concerns at every level of operation. Throughout the study, the Task Force work was based on the broad objective of a total educational program responsive to Indian

people at the local level, permitting self-determination without termination.

FINDINGS

Two significant points were evident during the data-gathering phase:

- Opinions varied considerably as to the quality of education program activities and the potential approaches to their improvement.
- There were many significant factors other than goals, functions, and organizational matters influencing education program success. These were so interrelated with Task Force areas of interest that it was necessary to consider them in the study.

Significant findings are presented in eight major categories. They are:

- Goals and Objectives
- Priority Definition
- Outside Influences
- Distribution of Functions
- Administration
- Methods of Operation
- Communications
- Attitudes

CONCLUSIONS AND RECOMMENDATIONS

Results of the Task Force study are presented in four major elements:

- Goals and Objectives
- Roles and Responsibilities
- Functions
- Organization

Where there are several desirable alternatives, the report includes these and comments on the points for and against each.

Goals and Objectives - The Department of Interior Manual, Section 130.1.1 includes a sound overall function for the Office of Education Programs. The related objectives (Section 101.01 of the BIA Manual) include guidelines which should be updated to define more accurately what constitutes adequate Indian education for the Seventies.

Once updated, the Objectives and Guidelines and their associated standards and criteria should be widely disseminated to permit a concerted effort toward accomplishment at all levels.

Roles and Responsibilities - Chapter V describes in capsule form the relationships of various levels. In brief, the school is specified as the operating unit; the agency as the source of a yearly plan of education activities for the reservation; the area as evaluating and supporting reservation programs and maintaining state and public school authority relationships; the Office of Education Programs as providing leadership and assistance in planning, developing, and evaluating the overall education program for Indians and Alaskan Natives; the Commissioner and Associate Commissioner of BIA as providing leadership in interpretation of Departmental policy; the Department of Interior as managing, conserving and developing natural resources.

Figure 1 illustrates in chart form the activities at each level and their relationships.

Functions - The Task Force identified and defined eight major functions in the Indian education field, as follows:

RELATIONSHIPS AND LEVELS OF ACTIVITIES

Activity \ Level	Department	BIA Commissioner	Central Off. of Education	(Inter) Area	Agency	School
Direction	✓	✓	✓	✓	✓	
Allocation	✓	✓	✓	✓	✓	
Coordination			✓	✓	✓	
Review and Evaluation	✓	✓	✓	✓	✓	✓
Technical Assistance (Consulting)				*✓		
Program Design				✓		✓
Operation						✓
Planning	✓	✓	✓	✓	✓	✓
Budgeting	✓	✓	*✓	✓	✓	✓
Staffing Standards	✓	✓	✓	✓	✓	✓
Reporting & Recording	✓	✓	✓	✓	✓	✓
Contracting			✓	✓	✓	✓

* Squares denote primary level for an activity.

- General Management
- Internal Services
- Research Evaluation and Program Review
- Communication Services
- Legislative Liaison + Policy Planning
- Contracts and Grants
- Consultative Services
- School Operation and Coordination

Through detailed discussion, all current functions were clarified and related to one of these new functions by definition. A significant point is that the new functions closely related to the standard terminology and functional groupings for state education bodies, as expressed in the Department of Health, Education and Welfare Office of Education publication, A Handbook of Standard Terminology and a Guide For Recording and Reporting Information About State Education Agencies, Fourth Draft.

Figure 2 presents the eight functions in chart form, with their relations to activities.

Organization Structure - The Task Force used the following criteria in arranging the identified functions for administrative organizational purposes:

- Objectives
- Individual career aspects
- Clarity and completeness
- Homogeneity
- Span of control and distance

Figure 2

FUNCTIONS AND ACTIVITIES

Function / Activity	School Operation Coordination	Consultative Services	Contracts and Grants	Communication Services	Legislative Liaison	Research Evaluation and Program Review	Internal Services	General Management
Direction	✓	✓	✓	✓	✓	✓	✓	*✓
Allocation			✓			✓	*✓	✓
Coordination	*✓	✓	✓	*✓	*✓	✓	✓	✓
Review and Evaluation		✓				*✓		✓
Technical Assistance		*✓	✓			✓		
Project Design		✓				✓		✓
Planning		✓	✓	✓	✓	✓	*✓	✓
Budget			✓			✓	*✓	✓
Staffing Standards		✓				*✓		✓
Reports and Records						✓	*✓	
School Contracting			*✓					✓

*Squares denote primary activity or activities of a function.

- Coordination
- Authority
- Definition
- Economy
- Balance

A number of individual suggestions for change to Central Office organizational structure were made available before and during the course of the study. The Task Force selected two of these as representative and considered them along with two structures developed by the Task Force itself:

- Option One - The present organization
- Option Two - The structure recommended in January, 1971, by a Task Force on Realignment
- Option Three - An organizational arrangement by function
- Option Four - An organizational arrangement by location

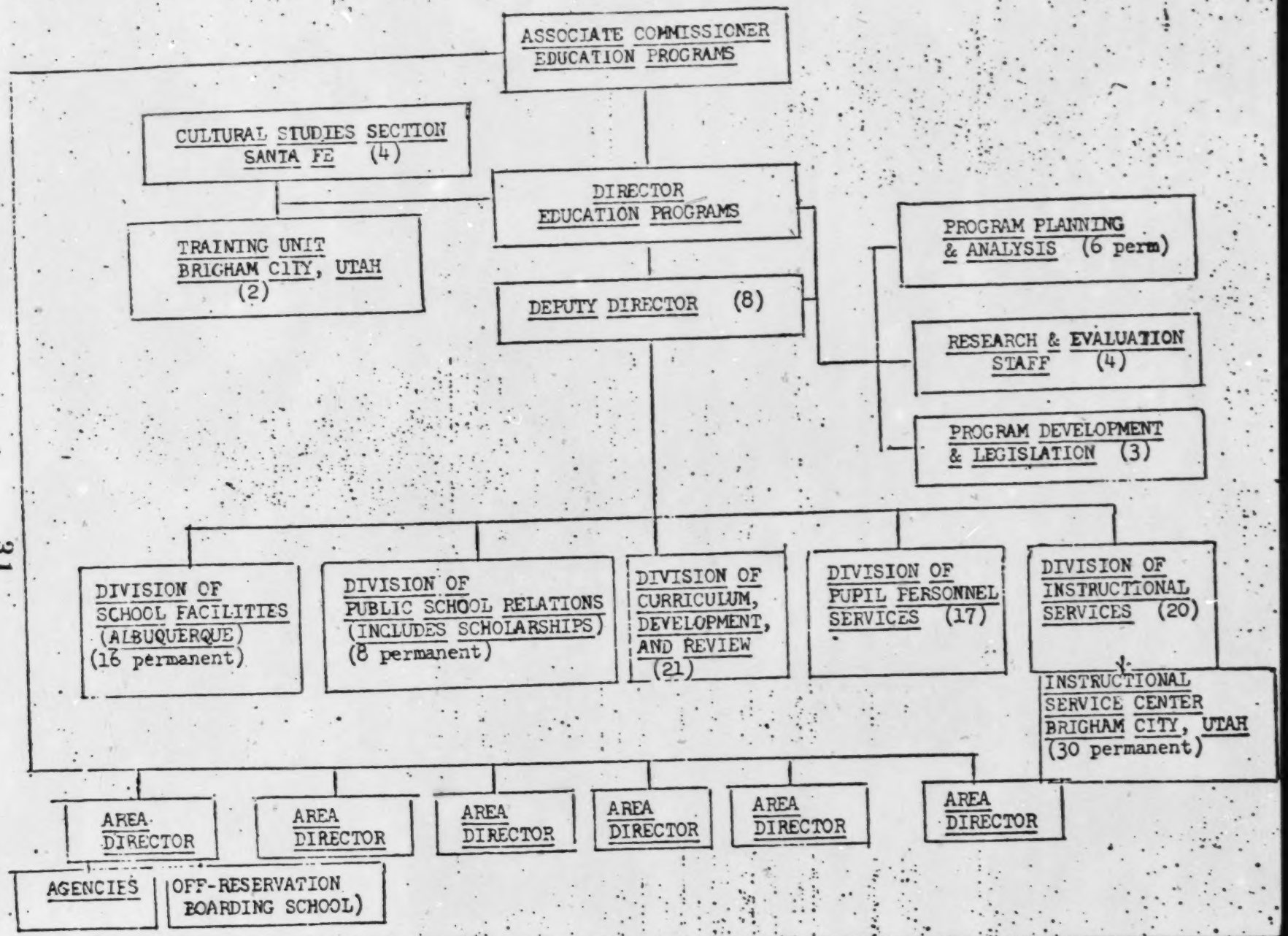
These alternatives are described below.

Option One - The Present Organization

The current structure (Figure 3) was included principally to provide the basic option. No significant advantages were detected in this structure. Disadvantages were identified with respect to span of control, homogeneity, degree of clarity and completeness, and lines of authority.

Option Two - Progress Report Structure

This option (Figure 4) is the structure recommended by the January Task Force on Realignment. While the January study was responsive to the needs of Indian people at the local level, the rejection of this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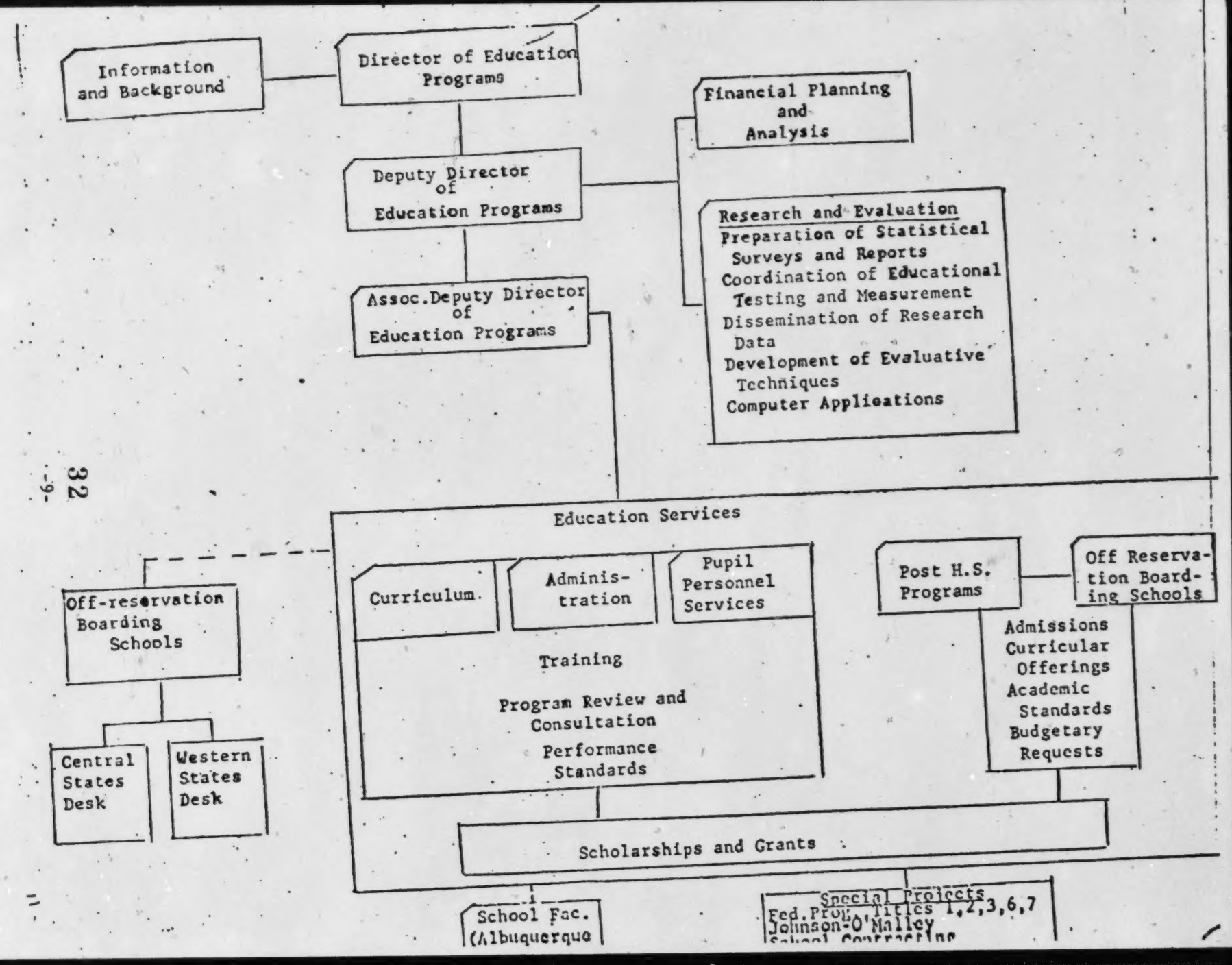
DEPUTY DIRECTOR (8)
RESEARCH & EVALUATION STAFF (4)
PROGRAM DEVELOPMENT & LEGISLATION (3)
DIVISION OF SCHOOL FACILITIES (ALBUQUERQUE) (16 permanent)
DIVISION OF PUBLIC SCHOOL RELATIONS (INCLUDES SCHOLARSHIPS) (8 permanent)
DIVISION OF CURRICULUM, DEVELOPMENT, AND REVIEW (21)
DIVISION OF PUPIL PERSONNEL SERVICES (17)
DIVISION OF INSTRUCTIONAL SERVICES (20)
INSTRUCTIONAL SERVICE CENTER BRIGHAM CITY, UTAH (30 permanent)
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AREA DIRECTOR
AGENCIES
OFF-RESERVATION BOARDING SCHOOL)


Information and Background
Director of Education Programs
Financial Planning and Analysis
Deputy Director of Education Programs
Research and Evaluation
Preparation of Statistical Surveys and Reports
Coordination of Educational Testing and Measurement
Dissemination of Research Data
Development of Evaluative Techniques
Computer Applications
Assoc.Deputy Director of Education Programs
Education Services
Off-reservation Boarding Schools
Central States Desk
Western States Desk
Curriculum
Administration
Pupil Personnel Services
Training
Program Review and Consultation
Performance Standards
Post H.S. Programs
Off Reservation Boarding Schools
Admissions
Curricular Offerings
Academic Standards
Budgetary Requests
Scholarships and Grants
School Fac. (Albuquerque
Special Projects
Fed.Prog. Titles 1,2,3,6,7
Johnson-O'Malley

Option is recommended on three counts:

- The organization is based on a broad reorganization concept which was never implemented
- It lacks a clear definition of functions
- The structure is too vertical, with too many levels of supervision

Option Three

One of the two options recommended by the Task Force for consideration by the Director, Option Three (Figure 5) is a structure in which each of the eight basic functions is assigned to an individual element of the Office of Education Programs. The function of Consultative Services operates from a field location (or locations) outside of Washington; all other functions are Washington-based.

Option Three has a number of advantages. It sharpens responsibility assignments and reduces the Director's span of control requirements. The functions of each element are clear-cut and mutually exclusive. The option meets all organizational criteria tests, and allows maximum flexibility for the development of additional organizational arrangements or options.

Option Four

This option (Figure 6) was developed to:

- Narrow the Director's span of control even further than Option Three
- Provide for closer coordination below Director's level of the functions of Consultative Services and Research, Evaluation and Program Review, which have a strong similarity of interests in the innovative aspects of education.

These modifications are achieved through a two-deputy system -- one deputy to be based in the field, with the responsibility for

Figure 5

OPTION THREE

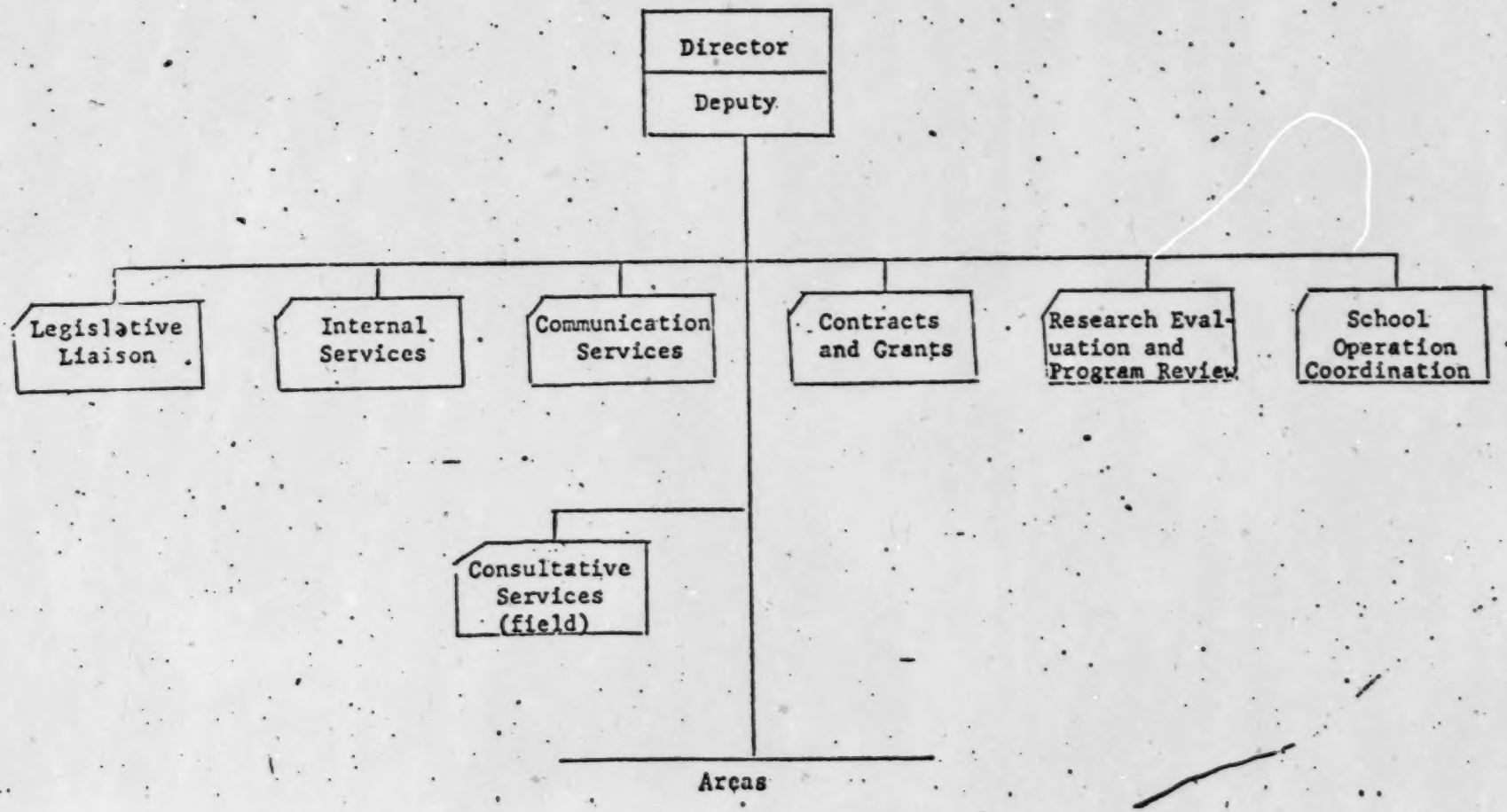
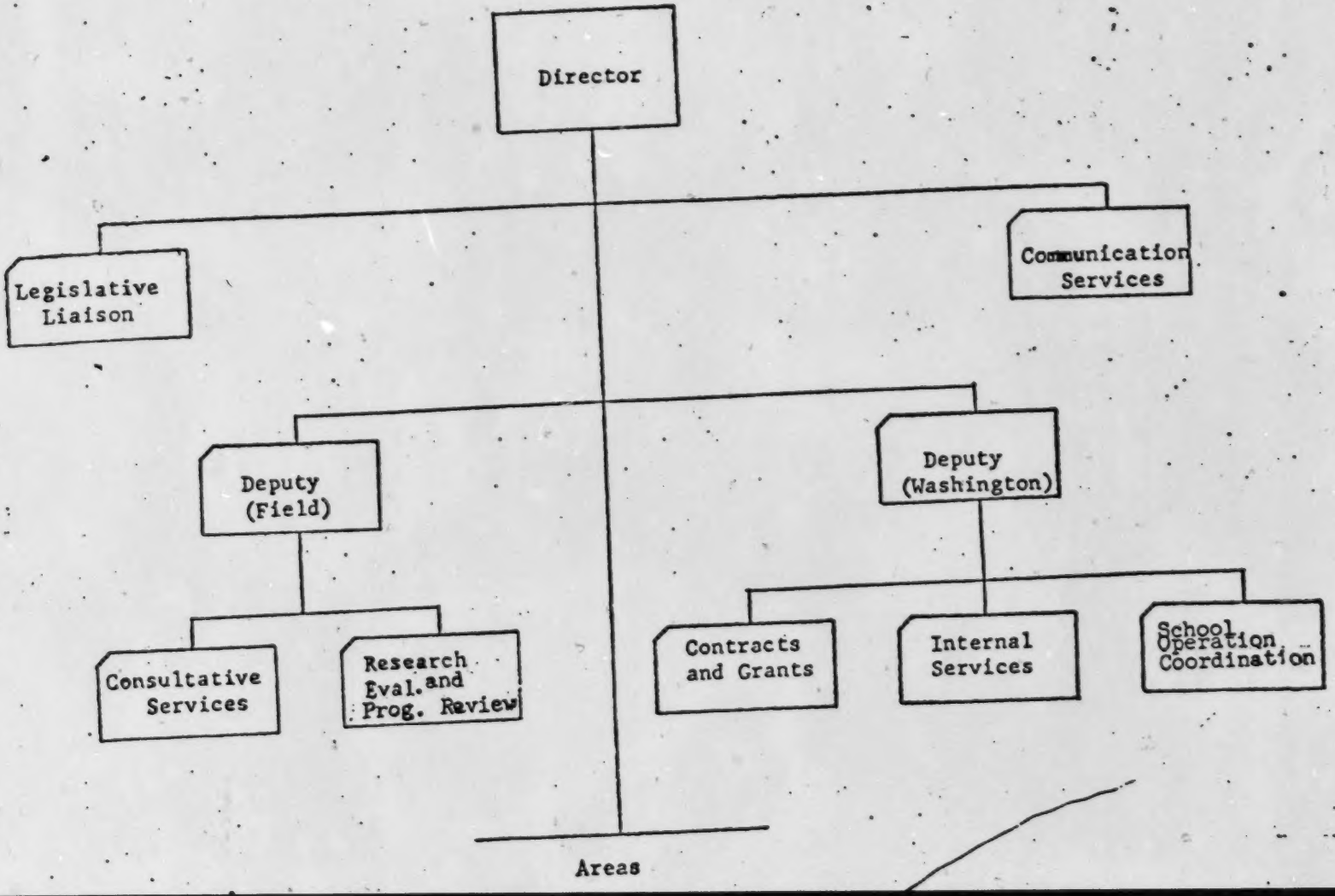


Figure Six

OPTION FOUR



Consultative Services and Research, Evaluation, and Program Review; the other, based in Washington, to have the responsibility for Internal Services, Contracts and Grants, and School Operation Coordination.

The functions of Legislative Liaison and Communication Services report to the Director as in Option Three.

The Deputy position in the field makes possible final action for the office on Title program approvals at the field level, close to the user, and similar top supervision in the field for film library and publications services.

Options Three or Four have many advantages in common. Both contain all functions appropriate to education programs, and include Program Planning and Analysis, which under the present structure reports to the Associate Commissioner rather than to the Director of Education Programs. Both options recommend a field location and an improved distribution of office functions between Washington, D.C., and the field location. Related activities are closely grouped. There are clear lines of authority and definitions of responsibility, and these options have both achieved better balance than the current structure in terms of size and scope and responsibility for each element.

Although the Task Force recognizes the possibility of problems for coordination and control in Option Four (because the two Deputies may not enjoy equal status, due principally to their unequal distance from the Director), a majority of the Task Force recommends Option Four over Option Three. It is unanimously agreed that either would provide an organization superior to those proposed in Options One or Two.

Other Recommendations - In the course of the study, the Task Force developed several perceptions which were outside the direct scope or beyond the depths of their charter, but were so significant as to deserve inclusion in the record.

- Line Authority - if the Education Program of the Bureau is to be truly revitalized, its head must have line authority flowing from the Commissioner, through him to the field office. More than half of the Bureau's resources, both with respect to personnel and to budget now go to Education activities. Merging Education organizationally with other programs under a staff directorship blurs its importance, detracts from its status, and conflicts with the emerging national interest in Indian education. It places in doubt the Bureau commitment to this activity and lends support to arguments for its removal from the Bureau. The Task Force suggests consideration of a separate Associate Commissioner for Education.

- Adult Education and Adult Vocational Training - the Task Force recommends a closer relationship between these activities and other Indian education programs. This should be achieved by increased emphasis on coordination at all levels between the Office of Community Services and Education Programs, rather than by shifts in responsibilities. Current placement provides important ties with other community activities, and achieves maximum visibility of the programs which is essential to an appropriate level of funding.

- Position classification - Task Force organizational recommendations should not impair current position grade levels. On the contrary, the Task Force feels that the Deputy positions in any recommended option should be established at a minimum of grade GS-16, to provide appropriate authority and representation and to attract and hold appropriately qualified personnel.

- Title programs - Administrative responsibility should be in the Washington office, with the allocation activity assigned to Internal Services. Intermediate levels should look to the Central Office for assistance which is not locally available.

- Publications - Confusion exists with respect to location of the responsibilities for development, reproduction and dissemination of publications and other communications

and instructional media. Resolution of the confusion should be given priority attention by the Director, and his office should become directly involved in the initial steps of developing educational publications.

- Budget - Current preparation procedures and administration should be updated and streamlined. Multiple overlapping forms and submission procedures should be simplified and standardized to permit more attention to the substance of program justification and less to the complexities of the process itself. This change would encourage local participation, which is now in some degree discouraged by the complex procedures.

CLOSING STATEMENT

One promising observation made informally and formally by the Task Force pertained to a willingness, a readiness on the part of most Central Office personnel to put their shoulders to the wheel and work together to develop and achieve common goals. The readiness itself is important to any change, but in this instance was particularly significant because it was enhanced by a corresponding acceptance of current policies of the Bureau of Indian Affairs. That is, the employees of the Office of Education Programs voiced an eagerness to implement the goals of Indian initiative and involvement in all aspects of their work. This spirit points up potential sources of strength for the application of study recommendations.

In closing, it is suggested that the ingredient necessary to utilize the observed willingness, or readiness, is to be found in the thought behind the Task Force. It was recognized by many that our deliberations and the involvement of all employees reflected a caliber of leadership needed -- leadership which demonstrated and generated in others a subtle but pervasive concern for the Indian child, and which provides the underlying sense of optimism that usually assures success.

Subject: Recruitment of Teachers

Several developments have produced a need for an immediate and profound alteration of our teacher recruitment practices. Most importantly is the policy of Indian Self-Determination which translates into the ability of legitimate, local Indian school boards to enter into the staff selection process. Under the present system of nation-wide recruitment and hiring, these boards simply cannot effectively participate in teacher selection on initial hiring. This is a situation which we cannot, in good faith, allow to continue.

Given the overwhelming justification presented by this policy consideration it would appear unnecessary to cite any further rationale for making a change, however, it is probably useful to do so in order to establish the direction most appropriate for the change. One such consideration is the change in the teacher supply situation nationally where a shortage which existed at the time of the establishment of the Teacher Recruitment Unit has now changed to a teacher surplus. All areas have indicated that there would be little difficulty in obtaining more than enough applicants to meet the needs of their schools.

A more negotiable, but still pertinent consideration is the financial and personnel squeeze which faces us for FY 1973 and FY 1974. We can just not afford more than a quarter of a million dollars and 16 positions to do this job when the areas have stated that they could absorb the recruitment effort without additional staffing except for the major users, Navajo and Juneau where two and one additional staff members respectively would be required to adequately perform the task.

In light of the above, therefore, I urge a phasing out of the Teacher Recruitment Unit and return of the hiring responsibilities to the Areas for further redelegation as may be most appropriate within each Area. Due to the lead time necessary in effecting charge, it is essential that immediate action be undertaken so that recruitment for next year can be influenced by local Indian people and savings in funds and ceiling realized. The Office of Education Programs will be more than willing to to assist in smoothing the transition including the placement of Teacher Recruitment staff into positions within the education structure.

James E. Hawkins

FISCAL YEAR 1972

PERIOD COVERED
FROM: 9/20/71
TO: 10/29/71

BI-WEEKLY REPORT
INDIAN EDUCATION RESOURCES CENTER
Elementary and Guidance only

AREA	GOALS	TOTAL OFFERS		DECLINED TO THRU		FINAL SELECTION & REFERRAL TO AREA		DECLINED TO AREA & OPF RETURNED TO TRU	
		Period	Cumulative	Period	Cumulative	Period	Cumulative	Period	Cumulative
ABERDEEN	55	3	231	2	169	1	62	1	7
ALBUQUERQUE	27	1	42	0	11	1	31	0	4
BILLINGS	3	1	7	0	4	1	3	0	0
CENTRAL OFFICE	5	0	5	0	0	0	5	0	0
DATA CENTER	0	0	0	0	0	0	0	0	0
JUNEAU	78	0	127	0	37	0	90	0	14
MUSKOGEE	6	0	30	0	24	0	6	0	0
NAVAJO	213	0	1,011	0	790	5	221	0	9
PHOENIX	35	0	91	0	52	3	39	2	4
PORTLAND	2	0	2	0	0	0	2	0	0
TOTAL	424	13	1,546	2	1,087	11	459	3	38

1972 RECRUITMENT YEAR REQUESTS - AS OF 9/1/72

	Remainder of 1971 School Year	REQUEST FOR 1972 SCHOOL YEAR Before August 9th	Week August 14th	Week August 21st	Week August 28th.	TOTAL
ABERDEEN	1	25	27	12	10	75
ALBUQUERQUE	9	10	19	7	6	51
IERC (IAIA)	0	0	9	0	0	9
JUNEAU	0	59	5	0	2	66
MUSKOGEE	26	5	0	3	0	54
NAVAJO	27	37	53	17	13	147
PHOENIX	42	33	11	5	3	94
PORTLAND	14	6	0	0	2	22
S.E. AGENCIES	1	1	12	6	2	22
TOTAL:	120	176	136	50	38	520
		224 after the August 9 deadline				

.1 The Office of Education Programs is responsible for administering programs which will provide educational opportunities to Indian youth and adults in either Bureau, public or private schools as well as in non-school settings. The Office is under the supervision of a Director and includes staff specialists to review and evaluate education programs and related legislation; for directing and coordination of school operations; to develop programs of assistance to public schools enrolling Indian students and to Indian students in public or private schools; for the planning, and development of educational programs for Bureau schools; to coordinate the acquisition and maintenance of educational facilities; to develop programs which will meet the needs of Indian students but which are not provided in the classroom; and for basic and continuing education of Indian adults. The Office includes the following divisions:

A. The Division of Adult Education develops and arranges training for adult Indians and Alaska Natives in both basic skills and in achieving a higher level of achievement. It develops general guidelines for obtaining greater tribal involvement in more meaningful adult education. It also provides interagency liaison between Federal agencies having Adult Education programs.

B. The Division of Communication Services is responsible for communicating the policies, objectives, plans, and guidelines to Bureau education program personnel and for development of educational publications and newsletters.

C. The Division of Educational Assistance located in Albuquerque, New Mexico, assists in the development of plans for specific services to Indian children in public schools; and provides assistance in the development and administration of the various titles of the Elementary and Secondary Education Act and other programs administered by the U.S. Office of Education.

D. The Division of Educational Planning and Development located in Albuquerque, New Mexico, reviews and develops new and innovative educational programs for possible use in Bureau schools; performs or monitors selected research on specific educational problems; and provides technical assistance on new programs to public schools educating Indian children.

E. The Division of Evaluation and Program Review conducts or arranges for evaluation studies and program reviews which provide information to effect long-range or immediate improvements in the education program, including direct evaluation of major components of the program to determine effectiveness; evaluation assistance to individual schools to develop an effective internal self-evaluation system; performing compliance reviews of specific Johnson-O'Malley contracts with states and tribal groups; and monitoring evaluation of all ESEA Title programs.

F. The Division of Internal Services coordinates educational program planning; budget and fund allocation activities; and administrative functions in the Central Office for education programs including maintenance of records and reports which contain data pertinent to various educational interests.

G. The Division of Legislative Review develops, reviews and prepares legislation on Indian education coordinating with other governmental agencies, Indian interest groups and others on education matters. The Division also provides for interagency coordination of educational matters.

H. The Division of School Facilities located in Albuquerque, New Mexico, provides assistance in developing physical facility requirements for the Bureau education program; in the development of long-range plans for construction and maintenance of school buildings and criteria for the management of school space and procurement of school equipment; and in the selection of school sites.

I. The Division of School Operations Coordination reviews and evaluates programs and operational problems related to off-reservation boarding schools and post-secondary schools operated by the Bureau; develops and coordinates general enrollment policies, curricula and administrative systems among off-reservation boarding schools; provides technical assistance to the post-secondary schools and to the schools at Seminole, Choctaw and Cherokee Agencies; and facilitates communication and interaction between off-reservation boarding schools.

2/16/72 (Release No. 1399)
Replaces 11/12/71 (Release No. 1362)

J. The Division of Student Services headquartered at Albuquerque, New Mexico, develops and evaluates programs, policies and legislation to provide pupil personnel services to help students in Bureau schools and in schools operated by Indians and Alaska Natives overcome individual handicaps through special education, psychological consultation, child guidance and school social work, including diagnostic and remedial services; and assists in the administration of scholarship grants for higher education.

K. An Instructional Services Center, located in Brigham City, Utah, develops instructional material and training program for Bureau Schools.

.2 The organizational units of the Office of Education Programs which are located in Albuquerque, New Mexico and Brigham City, Utah, are coordinated and supervised by a Field Services Administrator who is physically located in Albuquerque.

.1 The Office of Administrative Services is responsible for developing and evaluating programs and policies for providing administrative and housekeeping services to all parts of the Bureau. The Office is under the supervision of a Director and includes a Contract Advisor who provides staff assistance in the development and evaluation of programs related to contract policies and practices. The Office includes staff specialists for the functions of contracting services, personnel management, property management, and safety. The Office also provides personnel services, office services and records and mail services for the operation of the Washington Office and selected field units of the Bureau.

A. The Division of Contracting Services develops and evaluates contracting procedures and techniques, and develops proposed legislation for procurement and contracting, with emphasis on Indian involvement through the contracting process, and provides operational contracting services to Central Office organizations.

B. The Division of Personnel Management develops and evaluates programs, policies, and legislation for obtaining and managing personnel resources of the Bureau, including programs for position classification, wage and salary administration, recruitment and placement, training, career development, position management, employee and labor relations, employee benefits, and manpower planning and forecasting. The Division also provides staff assistance to the Bureau Equal Opportunity Officer. The Division includes a Branch of Personnel Services which serves as an operating personnel office for the Washington Office and selected field units of the Bureau.

C. The Division of Property and Supply Management develops and evaluates programs, policies, and legislation for management of the personal and real property resources of the Bureau and trust properties used in Bureau programs, the procurement of supplies and services by other than formal contract procedures, including an extensive excess property acquisition and utilization program. The Division includes a Branch of Office Services which provides office operation services for the Washington Office and selected field units of the Bureau.

D. The Division of Safety Management located in Albuquerque, N. M., develops and evaluates programs, policies, and legislation for the prevention of accidents, reduction of injuries and fatalities, improvement of health and safety conditions, and processing of tort and injury compensation cases. The Division includes a Safety Liaison Officer located in the Washington Office.

E. The Records and Mail Management Services Office provides records and mail operating services for the Washington Office. The Office is responsible for the maintenance and disposition of records in the Washington Office and selected field units of the Bureau.

F. The Field Support Services Office located at Albuquerque, New Mexico, provides administrative and housekeeping services for the Central Office field units located in Albuquerque, N. M., Denver, Colorado, Brigham City, Utah, and Santa Fe, New Mexico. The Office includes the branches of: Personnel, Property and Supply, Property and Supply Liaison, and Teacher Recruitment which recruits teachers Bureauwide.

.1 The Office of Fiscal Plans and Management is responsible for programs which support all parts of the Bureau in the programming, acquisition, control, accounting, and expenditure of financial resources. The Office is under the supervision of a Director and includes staff specialists to assist in the documentation of programs and plans and conversion of those programs and plans into budgetary requests, account for Bureau and Indian trust financial resources, and analyze the feasibility and justifiability of new and on-going programs. The Office includes the following divisions:

A. The Division of Budget develops annual and supplemental budget estimates. It assists in the presentation of the budget to the Department, Office of Management and Budget, and Congressional appropriations committees and coordinates preparation of testimony for hearings. It administers the distribution and control of appropriations and manpower resources.

B. The Division of Financial Management, with offices in Washington, D. C., and Albuquerque, New Mexico, plans, coordinates, and evaluates the financial operations of the Bureau. It reviews and analyzes Bureau fiscal accounting systems for Bureau fiscal resources including trust funds. The Division provides professional assistance in the interpretation, preparation, and administration of related fiscal and financial regulations and the development of programs for investment, utilization, and control of Indian and Alaska Native trust funds. The Division includes the following branches: Branch of Financial Systems, Branch of Financial Operations, Branch of Investments and Indian Service Special Disbursing Agent, Branch of Research, and Branch of Liaison and Service.

C. The Division of Program Analysis is responsible for conducting program development and analysis in support of Bureau operations and fiscal and budgetary plans. It performs studies to evaluate program alternatives· appraise program effectiveness· and establish a basis for selection of priorities, alternative levels of funding, program mixes, and program formulation. The Division provides advisory services on techniques of program development and analysis. It prepares program documentation in accordance with OMB Circular A-11.

D. The Division of Statistics coordinates the planning development and technical direction of statistical activities and programs, including provision of statistical analysis in support of special studies and statistical controls and techniques for the solution of basic problems.

APPENDIX D

ORGANIZATIONAL CHART

BUREAU OF INDIAN AFFAIRS

OFFICE OF EDUCATION PROGRAMS